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# INDOT 2000-2025 Long Range Plan

## The Planning Process

### Overview

This chapter provides an outline of the procedures followed in the development of the INDOT 2000-2025 Long Range Plan. The Indiana Department of Transportation (INDOT) has set guidelines for its planning process both internally, and through its planning partnership with the Metropolitan Planning Organizations (MPOs). These processes are described in detail in the following text.

The responsibility for the production of a long-range plan for INDOT lies with the Long Range Transportation Planning Section of the Division of Environment, Planning, and Engineering. This effort relies on data, expertise, and input from a wide range of people within the Department of Transportation, Federal Highway Administration (FHWA), MPOs, and others. The core function of the Long Range Transportation Planning Section is to identify and strategically address Indiana's long-term transportation needs. Elements within this function include conducting corridor studies, coordinating the state and metropolitan long range plans, and ultimately, producing an INDOT long range plan. Production of a long range plan is a continuous, cooperative, and comprehensive activity.

All state and local transportation planning is subject to FHWA planning regulations. The most recent set of regulations is derived from the 1998 Federal transportation bill, the Transportation Equity Act for the 21<sup>st</sup> Century (TEA-21). The INDOT long range planning process is consistent with TEA-21. The values and goals embedded in the Federal planning regulations are expressed through the identification of Statewide Planning Factors. These planning factors are listed below.

- Support economic vitality of the United States, the States and metropolitan areas, especially by enabling global competitiveness, productivity and efficiency.
  - Increase the safety and security of the transportation system for motorized and non-motorized users.
  - Increase accessibility and mobility options available to people and for freight.
  - Protect and enhance the environment, promote energy conservation, and improve quality of life.
  - Enhance the integration and connectivity of the transportation system, across and between modes throughout the State, for people and freight.
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- Promote efficient system management and operation.
- Emphasize the preservation of the existing transportation system.

INDOT also follows the National Environmental Policy Act (NEPA) in the development of Indiana's transportation planning process. NEPA sets a vision for how the government should work to incorporate protection and enhancement of the environment into its decisions and actions. It was enacted to ensure that information on the environmental impact of any Federally funded action is available to public officials and citizens before decisions are made and before actions are taken. Under NEPA, INDOT includes in its planning process environmental, social, as well as economic and technical considerations.

Development of INDOT's Long Range Plan is a continuous process, never truly "completed." The task of updating the 1995 Plan began at the time it was published. Periodically it becomes necessary to provide a formal record of progress and outline a refined long-range vision. This document is the latest update of the ever evolving state transportation plan. Other updates will certainly follow over ensuing years.

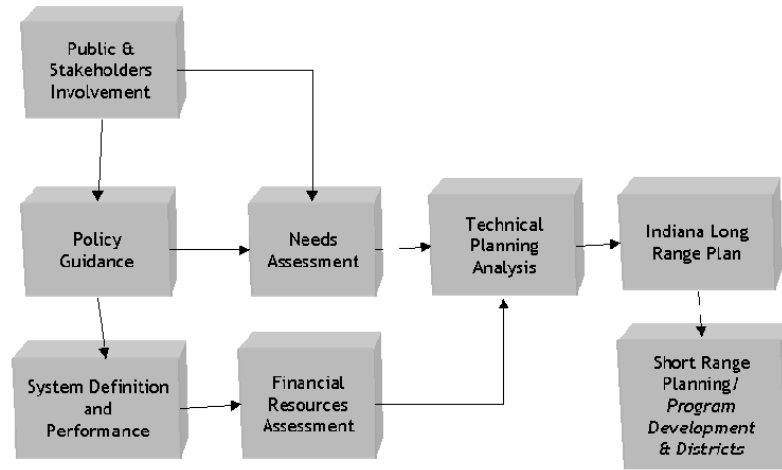
This planning process is constantly looking for and receiving comments and input from citizens, elected officials and transportation professionals for the next Plan Update. INDOT's Long Range Transportation Planning staff has the responsibility to maintain and update the Long Range Plan. This requires the staff to monitor current transportation conditions and forecast future needs of the State. The use of the Program Development Process (PDP), corridor studies, and technical planning tools are useful methods employed by staff to understand the needs and concerns of the public and the technical demands of the state's transportation network.

## **Long Range Plan Development Process**

The overall statewide transportation planning process is outlined in the following flowchart. The process consists of eight steps, starting with the outreach for public and key transportation stakeholder involvement and ending with the short range programming of specific transportation improvements within the INDOT production schedule. The organization of this transportation plan document reflects the flow of activities outlined in Figure 2-1.

Figure 2-1

### Long Range Plan Development Process



## Technical Planning Tool Development

In order to develop a statewide long-range transportation plan based upon the quantifying of system needs and the prioritization of potential transportation improvements, it was necessary to develop a series of technical planning tools. The 1995 Statewide Long-Range Multimodal Transportation Plan stated, "INDOT will develop a comprehensive set of planning tools that will allow for system-level analysis of the state transportation system. These tools will include a geographic transportation information system, multimodal travel demand forecasting capabilities, and methodologies to identify the economic impact of transportation investments." Following the adoption of the 1995 statewide transportation plan, work began on the development of a comprehensive set of statewide and corridor level planning tools. Technical planning tools developed over the past five years include:

- TransCAD based Statewide Travel Demand Model and Geographic Information System
- Major Corridor Investment Benefit Analysis System (MCIBAS)
- Corridor Travel Demand Analysis
- Benefit/Cost Analysis Framework
- User Benefit Analysis---(NET\_BC)
- Economic Impact Modules (Business Attraction, Business Expansion, Tourism)

- REMI Economic Simulation Model
- Indiana Highway Economic Requirements System (HERS\_IN)
- INDOT Management Systems (Coordination with pavement, bridge, public transportation, intermodal, congestion and safety management systems)

The development of the transportation planning tools was initiated in the 1995–1997 Intermodal Management System Project. This project provided for the development of a statewide geographic information system (GIS) which could display several modal transportation networks (e.g. highway and rail systems) plus a variety of transportation hubs and intermodal transfer facilities (e.g. airports, inter-city train and bus stations, rail/truck terminals, port facilities). The TransCAD GIS incorporated a routing system that allows the display of highway attribute information (number of lanes, functional classification, and average daily traffic, etc.) from the INDOT highway inventory file. This connection provided for the development of a statewide travel demand model. The Intermodal Management System incorporated a TransCAD based commodity flow model developed by Indiana University for the analysis of statewide freight movements.

### **Major Corridor Investment Benefit Analysis System (MCIBAS)**

Also initiated in 1995 was the Major Corridor Investment Benefit Analysis System (MCIBAS), which provided for the development of a statewide travel demand model. The MCIBAS project included the analysis of three Commerce Corridors identified for additional study in the 1995 Statewide Plan. These were:

- US 31 from Indianapolis to South Bend
- The Southwest Indiana Highway from Evansville to Bloomington
- SR 26 / US 35 from I-65 (Lafayette) to I-69

The MCIBAS process uses the statewide travel demand model to measure the direct impacts of a major highway system improvement on existing and future traffic volumes, speeds, and distances. The travel demand model estimates the impacts on the performance of the transportation system in terms of aggregate measures such as vehicle miles of travel and vehicle hours of travel. The travel demand model output is converted into a user benefit/cost analysis of the feasibility of the major corridor improvement by the NET\_BC post-processor program. This program converts the travel demand impacts by estimating the dollar value of travel time, travel cost, and safety benefits (reduced accident cost). Estimates of project costs are included to allow the estimation of traditional user benefit/cost.

In addition to the traditional user based benefit/cost analysis process, the 1995 statewide plan also recognized the need to account for other, external forms of benefit in terms of the economic development impacts a proposed highway improvement generates due to increasing transportation accessibility. To account for these impacts, the MCIBAS process provides for the economic impact analysis of the economic benefits. These impacts are:

- The expansion of existing businesses in the corridor study area resulting from the improved transportation system (increased accessibility for a larger market area and increased speeds, lowering the cost of delivering goods and services).

- The attraction of new business into the study area due to the higher transportation accessibility and lower business costs derived from an improved transportation system.
- The attraction of increased tourism business due to increased market area and higher accessibility.

The REMI Economic Forecasting and Simulation Model uses the direct economic benefits estimated by the three economic assessments listed above and forecasts the total (direct and secondary) employment, business output, income, and population changes due to the transportation improvements.

The benefit/cost analysis evaluation estimates the net present value of the project. The analysis takes the total disposable income changes forecast by the REMI model, in addition to the total cost and non-business (personal time and safety) benefit data and calculates the benefit/cost ratios for the potential transportation improvements.

### **Indiana Highway Economic Requirements System (HERS\_IN)**

The statewide analysis for added travel lanes and the relative priority for the additional capacity projects are estimated by the needs analysis program, the Indiana Highway Economic Requirements System (HERS\_IN). This needs analysis program is based upon the FHWA's Highway Economic Requirements System developed for national analysis using Highway Performance Monitoring System (HPMS) sample data. The HERS\_IN program uses a total system analysis which is allowed by the TransCAD GIS and linked to the INDOT road inventory database. In addition, future travel demand forecasts are obtained from the statewide travel demand model for estimating travel growth. The HERS\_IN model provides an identification of needed added travel lane projects by economic analysis using a system-wide benefit/cost analysis procedure. Projects are prioritized into improvement phases based upon the forecasted growth of traffic (2000 to 2025) and the resulting benefits generated from implementing potential roadway widening projects. HERS\_IN incorporates a project cost estimating routine based upon number of added travel lanes and roadway functional classification.

### **Coordination with INDOT Management Systems**

The development of the TransCAD Geographic Information System and the routing system allows the display of highway attribute information (number of lanes, functional classification, and average daily traffic, etc.) from the INDOT highway inventory file, and provides the basic analysis tool for the INDOT congestion and safety management systems. Common analysis procedures, such as the measurement of highway capacity, are coordinated between the statewide planning and congestion management systems to ensure compatibility. Proposed highway improvements for added travel lanes are evaluated with the proposed pavement rehabilitation projects from the pavement management system to identify opportunities to construct widening improvements at the same time traffic is disrupted by pavement projects.

## Access Management

The management of access along the highway system has been an objective of INDOT to preserve the traffic carrying ability of the roadways. The means to carry out access management is Indiana Code 8-23-8 Chapter 8, Limited Access Facilities, which provides for INDOT to control and manage access and authorizes the acquisition of private or public property and property rights for limited access facilities. The primary tool for access management is the "Permits for Driveways" (1996 INDOT Driveway Permit Manual) under Indiana Administrative Code, Promulgated Rules Title 105 Article 7. The INDOT Driveway Permit Manual establishes access control permitting rules. These rules balance the property owner's rights of access with the road user's rights to safe and efficient traffic operations and the public's rights to the prudent expenditure of limited public transportation funding. The procedures in the manual follow the AASHTO Policy on the Geometric Design of Highways and Streets and FHWA guidelines on Access Management Design.

Another major access management tool is the requirement for Traffic Impact Analysis on new major developments as required by Indiana Administrative Code, Promulgated Rules Section 32. This requires a traffic impact study for developments requiring a driveway permit of residential developments of over 150 Dwelling units, retail developments of over 15,000 Sq. Ft. or office developments of over 35,000 Sq. Ft.

The permits for driveways and traffic impact analyses are administered through the INDOT Permit Section located in each of the six INDOT Districts. Access issues relative to traffic impact analyses are coordinated with the District Traffic Engineer.

The opportunity to enhance the current INDOT access management procedures has been identified in the statewide transportation planning process. To develop a broad consensus on the effective elements of an access management program, INDOT and the state's Metropolitan Planning Organizations (MPOs) sponsored an Access Management Workshop conducted by the University of South Florida's Transportation Research Center. This workshop was held in October 2000 and was attended by approximately sixty participants from the INDOT Districts, INDOT Central Office and the MPOs. The workshop covered principles and benefits of access management, access spacing guidelines for driveways, median openings, and signals, intergovernmental coordination, legal issues and local planning and regulatory techniques.

Work is continuing on the enhancement of access management procedures and corridor preservation activities. State legislation has been passed requiring corridor preservation activities on the US 31 corridor between Indianapolis and South Bend. The development of a corridor preservation plan on US 31 is anticipated to provide a "pilot program" for enhanced access management programs.

## TEA-21 Statewide Planning Factors

The Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) required states to develop and periodically update statewide transportation plans. These requirements were continued in the next Congressional reauthorization of the surface transportation program, the Transportation Equity Act for the 21<sup>st</sup> Century (TEA-21). Section 1204(c) of TEA-21 [23 USC 135(c)] prescribes a series of factors that each state's planning process should consider as well as the identification of basic plan components. This section outlines these factors and provides a discussion of how they are being considered in the Indiana statewide transportation planning process.

**1) Support the economic vitality of the United States, the States, and metropolitan areas, especially by enabling global competitiveness, productivity, and efficiency**

The INDOT statewide transportation planning process supports the expansion and development of the state's economy. The statewide transportation planning process has developed the Major Corridor Investment Benefit Analysis System (MCIBAS). The MCIBAS project included the analysis of three Commerce Corridors identified for additional study in the 1995 Statewide Plan. These were: (1) US 31 from Indianapolis to South Bend, (2) The Southwest Indiana Highway from Evansville to Bloomington, and (3) SR 26/US 35 from I-65 (Lafayette) to I-69. The MCIBAS process uses the statewide travel demand model to measure the direct impacts of a major highway system improvement on existing and future traffic volumes, speeds, and distances. In addition to the traditional user based benefit/cost analysis process, the 1995 Statewide Plan also recognized the need to account for other forms of benefit in terms of the economic development impacts a proposed highway improvement generates due to increasing transportation accessibility. To account for these impacts, the MCIBAS process provides for the economic impact analysis of the economic benefits. These impacts are: (1) The expansion of existing businesses in the corridor study area resulting from the improved transportation system (increased accessibility for a larger market area and increased speeds, lowering the cost of delivering goods and services), (2) The attraction of new businesses into the study area due to the higher transportation accessibility and lower business costs derived from an improved transportation system, and (3) The attraction of increased tourism business due to increased market area and higher accessibility. The REMI Economic Forecasting and Simulation Model uses the direct economic benefits estimated by the three economic assessments listed above and forecasts the total (direct and secondary) employment, business output, income, and population changes due to the transportation improvements.

**2) Increase the safety and security of the transportation system for motorized and nonmotorized users**

The Safety Management System provides a central role in INDOT's strategy to increase the safety and security of the transportation system for motorized and nonmotorized users. Comprehensive analysis of crash data provides a foundation for deficiency analysis including highway related bicycle, pedestrian, and transit related crashes. The recent development of Intelligent Transportation System (ITS) strategies such as surveillance and control offers opportunities to increase safety and security.

**3) Increase the accessibility and mobility options available to people and freight**

The Indiana Statewide Multimodal Transportation Planning Process considers the long-range needs of the state transportation system in terms of increasing the accessibility and mobility options available to people and for freight. The policy planning elements making up the 1995 Statewide Plan identify the development of modal and intermodal strategies to increase mobility options for people and freight movements. The Intermodal Management System provides for the development of a multimodal transportation system. The efficient movement of commercial vehicles is an underlying consideration in the normal selection and development process for highway transportation improvements. Project design data in the form of the amount and composition of truck traffic is typically considered in the project development process. In addition to these typical procedures that enhance commercial vehicle movement, INDOT has conducted research studies on the identification of commodity flows typically carried by commercial vehicles. The Phase I and Phase II Commodity Flow Research Study conducted by the Indiana University Transportation Research Study has assigned the volume of specific commodity movements to a statewide network of highway facilities. Commercial vehicle flows were obtained by applying a model which allocates commodity flows by weight into number of commercial vehicles. The resulting commercial vehicle trips are then used in the statewide travel demand model to estimate truck trips. This information was used to refine the statewide mobility corridor network.

**4) Protect and enhance the environment, promote energy conservation, and improve quality of life**

The overall social, economic and environmental effects of transportation investment decisions are considered by the Indiana Department of Transportation in accordance with the National Environmental Policy Act (NEPA) guidelines. INDOT in cooperation with FHWA has developed an Environmental Streamlining Procedure which provides for planning studies at the corridor level to be conducted as environmental assessments under the NEPA process. It is anticipated that the environmental streamlining process will reduce a project's development time by avoiding potential duplication of planning studies being redone under NEPA procedures. Planning tools currently under development by INDOT, coupled with management systems information, will provide an opportunity to measure the effects of investment decisions on a larger scale for long-range multimodal systems planning and development programs. INDOT will also continue to work closely with the Indiana Department of Environmental Management, the Indiana Department of Natural Resources and the Indiana Department of Commerce in the development of long-range transportation plans and projects.

**5) Enhance the integration and connectivity of the transportation system, across and between modes throughout the State, for people and freight**

The Indiana Statewide Multimodal Transportation Planning Process explicitly considers the connectivity between metropolitan planning areas both within the state and in adjacent states. The connectivity between metropolitan planning areas is a central element of the highway classification effort for the state mobility corridors and builds upon the functional system reclassification work and identification of routes for the National Highway System conducted in the 1995 Plan. Multimodal planning connectivity between metropolitan planning areas has been addressed in the modal transportation system plans and in the Indiana Department of Transportation's Intermodal Management System. The identification of major intermodal facilities of both national and statewide significance was conducted in conjunction with the identification of intermodal connector routes. This effort provided Indiana's component for the development of the NHS Intermodal connectors.



**6) Promote efficient system management and operation**

INDOT is continuing the development of management programs intended to maximize the efficient use of the existing transportation system. The major elements in this planning and management effort are the six management element systems:

1. Pavement Management System;
2. Bridge Management System;
3. Congestion Management System;
4. Safety Management System;
5. Public Mass Transportation Facilities and Equipment Management System and;
6. Intermodal Management System.

The six management systems supported by the department's transportation policy identifies projects and programs to increase the efficient use of existing transportation facilities. Highway projects, transit projects and associated programs are programmed for implementation in the Indiana Statewide Transportation Improvement Program. Projects and programs targeted toward other modes are an outgrowth of the Congestion, Safety, and Intermodal Management Systems and are programmed for implementation through a variety of public and private sector actions.

**7) Emphasize the preservation of the existing transportation system**

INDOT places a high priority on the preservation of its existing transportation system as demonstrated by the policy planning elements of the 1995 Statewide Plan. System preservation strategies will be developed, implemented and evaluated through the: (1) Pavement Management System, (2) Bridge Management System, (3) Congestion Management System and (4) Safety Management System. A high priority has been placed on the coordination of preservation improvements with expansion improvements to minimize the delay to the traveling public.

In addition, INDOT considers the transportation needs of non-metropolitan areas (areas outside of Metropolitan Planning Organization planning boundaries) through a process that includes consultation with local elected officials with jurisdiction over transportation. The Indiana Department of Transportation is responsible for transportation planning outside of the state's Metropolitan Planning Areas according to Federal regulations. The INDOT District Offices have the lead role for conducting transportation planning in rural areas. This process includes frequent contacts and consultation with local officials. To facilitate the state's partnership process, a series of district public involvement meetings are held annually to ensure full participation of local elected officials, interest groups, and the general public in the project and development process.

## Program Development Process

The Program Development Process (PDP-S), updated February 2002, is a comprehensive set of procedures for project development on the INDOT state highway jurisdictional system. The PDP process provides the mechanism for new added capacity projects to be considered for inclusion in the INDOT 2025 Transportation Plan. The PDP consists of five stages as described as follows:

### Stage I: Call for New Projects and Program Revisions:

The Program Development Process begins at stage I where proposals for new state projects are presented, reviewed, prioritized and, if approved, programmed. The annual call for projects is not restrictive. The input from the process is used for both programming and long range planning. The call for projects also provides an opportunity for agencies outside of INDOT to comment on the existing program.

The Programming Section begins the PDP process by securing from the Division of Budget and Fiscal Management a ten-year, fiscal year-to-fiscal year budget estimate of anticipated federal and state revenues. The budget estimate is used to ensure that the final *Indiana Statewide Transportation Improvement Program* is fiscally constrained.

After a budget estimate has been established, the Programming section issues a formal “Call for New Projects” to all INDOT District Offices, other INDOT Divisions, the Toll Road District, the MPOs and other agencies outside of INDOT. The parties are asked to review summary of the state projects under development and submit any new proposed projects on the state’s jurisdictional system.

The District Offices will work with the Division of Program Development to arrange an “early consultation meeting” in each district. This will include the district, MPOs, the Division of Program Development, Multi-modal Transportation, Environment, Planning and Engineering, the Route Transfer Specialists, the ITS Program Engineer, local elected officials, special interest groups, RPOs and other interested parties. The districts will lead the process of establishing contacts, arranging meeting particulars and hosting meetings. Based on the results of the consultation meeting, each district will then submit its proposed prioritized list of district area projects to the Programming Section.

### Stage II: Statewide Review and Program Update:

The purpose of Stage II of the Program Development Process is to review recommendations from the Districts, Divisions, MPOs and the LPA, validate needs and costs, prioritize projects statewide and add projects to the program. The process is one which the District priorities and project recommendations are modified to fit a statewide program. Such modifications are based on need, project categories and agency priorities.

Projects which add capacity to the state jurisdictional highway system (added travel lanes, new roadway construction, major interchange modifications, new interchanges, or expansion projects related to TSM and/or 4R improvements) are

reviewed by the Long Range Transportation Planning Section relative to the INDOT 2025 Transportation Plan. Projects with adequate planning support in conformance with the transportation plan are recommended for advancement. Projects not in the plan are evaluated for planning support and if found warranted, are recommended to be amended into the INDOT 2025 Transportation Plan.

### **Stage III: Draft INSTIP Development:**

Stage III of the Program Development Process involves the production of a draft Statewide Transportation Improvement Program (INSTIP). The INSTIP is a fiscally constrained forecast of INDOT statewide projects for federal aid obligations during the next three years.

### **Stage IV: INSTIP Development and Coordination with MPO TIPS:**

Stage IV of the Program Development Process concentrates on the consultation process with the MPOs and coordination with MPO in their own Transportation Improvement Program (TIP) development process. The first step in this process requires the Scheduling Section to provide a draft, fiscally constrained list of transportation projects to the MPOs for review and comment and to ascertain the effects of fiscal constraint in terms of obligations and project conflicts.

Based upon consultations with MPOs, the Scheduling Section then modifies the draft, constrained list as appropriate or, as necessary. The modified list is then referred to as the “agreed-to list” of INDOT highway projects for the first three years of the next INSTIP. The final fiscally-constrained, agreed-to list of state highway projects is then used by the MPOs in the development of their Transportation Improvement Programs (TIPS). Draft MPO TIP documents are submitted to INDOT, the FHWA and the FTA for review and approval.

### **Stage V: INSTIP Publication:**

In stage V of the Program Development Process the draft INSTIP containing the fiscally constrained, agreed-to list of projects is published and distributed. The draft INSTIP is then presented to the public for review and comment at the annual meetings that are conducted in each of the six INDOT Districts (the District Meetings). Input is then solicited from the Districts and the MPOs regarding any significant changes to the document resulting from public review and comment. The end product from this activity is the final, draft INSTIP with public review and input. Comments received at the INSTIP meetings are then summarized in the INSTIP document, accompanied with a response to the comments.

The draft INSTIP is then submitted to the Federal Highway Administration and the Federal Transit administration for review and comment. Upon approval from those agencies, the INSTIP is published as a final document and distributed to the Districts, the MPOs, the State Library, the INDOT Executive Office, the FHWA, the FTA and those INDOT divisions requesting the INSTIP, as budget permits. Transportation projects listed in the first three fiscal years of the INSTIP will be considered committed projects. Federal funding only be obligated for the committed projects as listed in the approved INSTIP document.

The annual meetings that are conducted in each of the six INDOT Districts (the District Meetings described above) also provide the opportunity for information on the status of the INDOT 2025 Transportation Plan to be presented to the public

for review and comment. The Long Range Transportation Planning Section participates in these annual meetings and provides information relative to any new amendments to the INDOT 2025 Transportation Plan.

## **Metropolitan Planning Organization (MPO) Planning**

### **Introduction**

Metropolitan Planning Organizations (MPOs) play a vital role in the planning and development of transportation projects and services throughout the urbanized areas of Indiana. Together with the INDOT district offices, they serve as primary sources of local input and as fundamental cooperating partners in the multimodal planning and program implementation process.

Indiana's Metropolitan Planning Organizations have jurisdictional responsibility for transportation planning in twelve urbanized areas. Urbanized areas are defined by the U.S. Bureau of the Census as centers with populations equal to or greater than 50,000 people. By virtue of their function as major economic centers of the state, a great deal of Indiana's transportation activity occurs in and around these urbanized areas.

### **Anderson Urbanized Area**

The Anderson metropolitan planning area (MPA) encompasses all of Madison County and includes the Town of Daleville in Delaware County. The Madison County Council of Governments (MCCOG) is the designated Metropolitan Planning Organization for transportation planning in the urbanized area. The organization is governed by the twelve-member Madison County Council of Governments Policy Committee that acts as the official MPO and represents the Cities of Anderson, Elwood and Alexandria, and the Town of Pendleton. The MPO Technical Advisory Committee makes recommendations to the Policy Committee and provides the necessary technical input to shape policies into practical actions. MCCOG formally adopted its current 2025 transportation plan in 2000.

### **Bloomington Urbanized Area**

The City of Bloomington Planning Department initiated an areawide *Long-Range Transportation and Land Use Study* in 1978 in anticipation of the fact that the Bloomington Urbanized Area would exceed 50,000 population with the 1980 Census. The Bloomington Area Transportation Study (BATS) was formed to coordinate the study, and in 1982 became the designated Metropolitan Planning Organization. This process culminated in June 1984 with the completion of the *Year 2000 Staging Program*, and Policy Committee adoption of the collective study products as the area's long-range transportation plan. The metropolitan planning area covers central Monroe County. BATS formally adopted its current 2025 transportation plan in 2000.

### **Evansville Urbanized Area**

The Evansville Urban Transportation Study (EUTS) was established as the Metropolitan Planning Organization in 1977 by the Southwestern Indiana and Kentucky Regional Council of Governments. The EUTS staff updated the long-range transportation plan in

1994. This document incorporates the federal transportation requirements put forth by the 1991 ISTEA legislation. The EUTS Policy Committee formally approved the long-range transportation plan on December 20, 1994. The metropolitan planning area covers nearly all of Vanderburgh County, and portions of Warrick County and Henderson County, Kentucky. Vanderburgh County was designated as a “marginal” ozone non-attainment area by the U.S. Environmental Protection Agency (EPA). The area has been redesignated as being in attainment for ozone and as such, is currently a maintenance area for ozone. The EUTS 2025 transportation plan was formally adopted in 2001.

### **Fort Wayne Urbanized Area**

The Fort Wayne metropolitan planning area occupies nearly all of western and central Allen County. The Northeastern Indiana Regional Coordinating Council (NIRCC) is the designated Metropolitan Planning Organization for transportation planning in the cities of Fort Wayne and New Haven, the towns of Grabill and Huntertown, and much of unincorporated Allen County. NIRCC is also designated to perform general purpose regional planning for Adams, Allen, DeKalb and Wells counties. The Urban Transportation Advisory Board (UTAB) was established to advise NIRCC on matters of policy and to act as the urbanized area Policy Committee. The Transportation Technical Committee and Transit Planning Committee make recommendations to the UTAB and provide the necessary technical input required to shape policies into practical actions. NIRCC formally adopted its 2025 transportation plan in 2000.

### **Indianapolis Urbanized Area**

The Department of Metropolitan Development Division of Planning of Indianapolis-Marion County is the designated Metropolitan Planning Organization for the Indianapolis urbanized area. Their area includes Marion County and the urbanized portions of Boone, Hamilton, Hancock, Hendricks, and Johnson counties. The MPO serves the cities of Beech Grove, Carmel, Greenwood, Indianapolis, Lawrence, and Southport. It also serves the towns of Avon, Brownsburg, Cumberland, Fishers, New Whiteland, Plainfield, Speedway, Westfield, Whiteland and Zionsville. The Metropolitan Development Commission serves as the policy body of the MPO. The Indianapolis Regional Transportation Council (IRTC) acts as the advisory forum to the MPO.

The Indianapolis area was designated as a “marginal” ozone non-attainment area by the U.S. Environmental Protection Agency (EPA). The area has been redesignated as being in attainment for ozone and received official approval of that request in December 1994 and as such, is currently a maintenance area for ozone. The product of the Indianapolis long-range transportation plan update is the regional transportation plan. The Indianapolis plan update was formally adopted by the Indianapolis Metropolitan Development Commission (MDC) on May 17, 1995. The plan was updated in March of 2001.

### **Kokomo-Howard County Urbanized Area**

The Kokomo-Howard County Governmental Coordinating Council (KHCGCC) was established in 1981 and designated the Metropolitan Planning Organization for the Kokomo Urbanized Area in March 1982. The planning area covers central Howard County. Kokomo has met air quality requirements set forth by the U.S. Environmental Protection Agency. In 2000, KHCGCC formally adopted a revised transportation plan that extends to the year 2025.

## **Lafayette-West Lafayette Urbanized Area**

The Tippecanoe County Area Plan Commission is the designated Metropolitan Planning Organization for the cities of Lafayette and West Lafayette, the towns of Battle Ground and Dayton, and the majority of Tippecanoe County. The Area Plan Commission conducts a wide range of transportation planning studies for Tippecanoe County including the long-range transportation plan, corridor studies, traffic studies, transportation systems management, and the Transportation Improvement Program. The TCAPC completed its *2025 Long Range Transportation Plan* in 2001.

## **Louisville Urbanized Area**

The Kentuckiana Regional Planning and Development Agency (KIPDA) is the designated Metropolitan Planning Organization for the Louisville urbanized area. The metropolitan planning area covers the bi-state Louisville area, including Clark and Floyd counties in Indiana. The KIPDA long-range transportation plan, known as *Regional Mobility*, is intended to serve as a tool for planning and implementing a transportation system which responds to the mobility needs of the community, produces proactive programs, enhances the quality of life of the area, and demonstrates compliance with the federal regulations and mandates under which this plan was developed. *Regional Mobility* was published and adopted in the fall of 1993. Clark and Floyd counties have been designated as a “moderate” ozone non-attainment area by the U.S. Environmental Protection Agency. KIPDA adopted a 2020 transportation plan in 1999 and is working on preparing a 2025 transportation plan.

## **Muncie Urbanized Area**

The Muncie metropolitan planning area is located in central Delaware County. The Delaware-Muncie Metropolitan Plan Commission (DMMPC) is the designated Metropolitan Planning Organization for transportation planning in the area. However, the Administrative Committee is the official Policy Committee for the urbanized area. The Administrative Committee, whose membership includes decision-makers from the City of Muncie, the towns of Selma and Yorktown, and Delaware County, formulates local transportation policies. The Technical Advisory Committee makes recommendations to the Administrative Committee and provides the necessary technical input to shape policies into practical actions. DMMPC formally adopted its 2025 transportation plan in 2000.

## **Northwest Indiana Urbanized Area**

The Northwestern Indiana Regional Planning Commission (NIRPC) is one of two MPOs serving the Chicago-Northwest Indiana urbanized area. The other is the Chicago Area Transportation Study (CATS). In 1966, the Lake-Porter County Regional Transportation and Planning Commission was formed for the purpose of conducting a regional transportation planning process in the two counties in response to a new federal initiative. Its creation was the result of 1965 State enabling legislation that allowed for the formation of such Commissions. The State Legislation was amended in 1971 to provide for expansion of the Commission into other counties, and in 1973 to expand the membership. The name was changed to the Northwestern Indiana Regional Planning Commission (NIRPC) in 1973 and Metropolitan Planning Organization designation was received in 1975. LaPorte County was formally added into the MPO planning boundary in 1994. NIRPC also staffs the Little Calumet River Basin Development Commission, the Kankakee River Basin Commission and the Marina Development Commission. The NIRPC urbanized area has been designated as a “severe” ozone non-attainment area by

the U.S. Environmental Protection Agency. Currently, NIRPC has a 2025 transportation plan that was adopted in 2001.

### **South Bend-Mishawaka / Elkhart-Goshen Urbanized Area**

The Michiana Area Council of Governments (MACOG) and the Southwestern Michigan Commission (SMC) are the regional agencies conducting transportation planning activities in the Michiana area. MACOG is the designated Metropolitan Planning Organization responsible for the Indiana portion of the South Bend and Elkhart-Goshen Urbanized Areas while the SMC provides technical and planning assistance to the Michigan portion of the South Bend Urbanized Area. A Bi-State Coordination committee serves to unify the planning efforts of the MACOG and the SMC. MACOG serves as the office of record for the Bi-State organization. The area was designated as a “marginal” ozone non-attainment area by the U.S. Environmental Protection Agency (EPA). The area has since been redesignated as in attainment for ozone and as such, is currently a maintenance area for ozone. MACOG has a 2025 transportation plan which was adopted in 1999. The 2025 plan was updated in 2002.

### **Terre Haute Urbanized Area**

The West Central Indiana Economic Development District (WCIEDD) is the Metropolitan Planning Organization for the metropolitan planning area covering Vigo County. The WCIEDD is also responsible for economic development and senior citizen programs in Clay, Parke, Putnam, Sullivan, Vermillion and Vigo Counties. The WCIEDD conducts a wide range of transportation planning studies for the urbanized area and Vigo County including a long-range transportation plan, corridor studies, traffic studies, transit planning, transportation systems management development, and the Transportation Improvement Program. WCIEDD formally adopted its 2025 transportation plan in 2000.

## **Overview of Consultation Process in Non-Metropolitan Areas**

INDOT conducts a consultation process with local officials in non-metropolitan areas through the primary methods of the annual state Program Development Process (PDP) and a state consultation tour process involving meetings at its six district offices. In addition, INDOT has conducted other processes including statewide forums on statewide planning issues held periodically, focus groups on rural transportation issues, and a cooperative transportation planning program with selected, multi-county, regional planning commissions. The INDOT process prepares a 25 year Long Range Transportation Plan, a multi-year (6 to 10 year) “production schedule” list of projects and a 3-year Indiana Statewide Transportation Improvement Program (INSTIP).

The annual state PDP is a series of cooperative programs development activities including program review, a “call for projects” and statewide revisions resulting in the updated annual production schedule and INSTIP. In each of the six INDOT district offices, an “early consultation process” is conducted for rural area local elected officials, local government agency representatives, special interest groups, and other key transportation stakeholders. All are notified by mail that a call for new projects is in process. Participants are instructed to contact the INDOT District Offices. INDOT Districts each approach the early consultation process differently. Some Districts conduct meetings, other Districts conduct on-site visits to communities, and others rely upon mail or telephone-based contacts. Projects drawn from the INDOT Long Range Transportation Plan provide input into the review of capacity expansion projects recommended for advancement into the

production schedule. The INDOT districts coordinate the project identification process and submit a list of recommended projects to the INDOT Division of Program Development. A statewide priority analysis is conducted in conjunction with fiscal analysis resulting in a draft program then receiving executive level review and approval. The recommended program is then provided to the district with a request for comments. Based upon the recommended program and the review process, the draft production schedule and INSTIP are prepared.

Annually, each of INDOT's six districts conducts public meetings to discuss the planning, selection and programming of current and future transportation projects. These meetings are not limited to highway projects, but include air, rail, enhancements, and transit. These meetings use an open-house format. A key part of the meetings is to present the draft INSTIP, which lists all federal-aid highway and transit projects. Participants can discuss projects in the INSTIP or local problems that still need to be addressed with new projects. At the meetings, INDOT makes copies of the draft INSTIP for each district available for review. Those not attending the meeting also can request copies.

In 1994 and 1998, Statewide Forums on transportation planning issues related to the development of the INDOT statewide long-range transportation plan were conducted in the state capital. These involved presentations by noted experts on emerging trends affecting the state's transportation system, followed by "break-out sessions" to encourage participation by key stakeholders in the identification of future planning objectives and strategies. Also associated with the development of the statewide transportation rural plan, a rural transportation stakeholder focus group was conducted in 1998 to identify rural transportation planning issues.

## **Small Urban and Rural Planning Program**

In Fiscal Year 2001, the Indiana Department of Transportation initiated a trial Rural and Small Metropolitan Pilot Program to serve the transportation planning needs of small urban and rural areas of the state. The program provides transportation planning funds in the form of a formula matching grant to regional planning commissions and MPOs that also represent small and rural areas of the state. Funding awards were granted to nine recipient agencies for the FY 2001 funding cycle: five regional planning commissions and four MPOs. The program has been continued into Fiscal Year 2002 with the addition of another three recipient agencies: one regional planning commission and two MPOs. The products achieved from the first fiscal funding period are listed according to the agency recipients as follows:

### **Kankakee-Iroquois Planning Commission**

The Kankakee-Iroquois Planning Commission serves Benton, Jasper, Newton, Pulaski, Starke and White Counties. For Fiscal Year 2001, the agency produced the "Transportation Profile 2000" K-IRPC Final Report. The first year's accomplishments include the establishment of a transportation (stakeholder) advisory committee, an inventory and rating of the area transportation network, a population profile, a listing of the INDOT STIP projects, a list of potential new projects and, a plan to establish a traffic counting program.



### **Michiana Area Council of Governments**

The Michiana Area Council of Governments is an MPO that serves Elkhart, Marshall and St. Joseph Counties. For Fiscal Year 2001, the agency lists the following accomplishments: (1) Establishment of a rural and small urban area traffic counting program, (2) The completion of a railroad crossing inventory for Marshall County, (3) The initiation of a rural traffic accident data collection program, (4) A Michiana freight study, (5) Enhancement grants for Marshall County and Plymouth, (6) Incorporation of the Marshall County INDOT projects into the MACOG Transportation Improvement Program and, (7) The purchase of four additional traffic counters were purchased for the rural count program.

### **Northeastern Indiana Regional Coordinating Council**

The Northeastern Indiana Regional Coordinating Council is an MPO that also serves Adams, Allen, DeKalb and Wells Counties. For Fiscal Year 2001, the agency completed two rural transportation plans. The Transportation Plan for DeKalb County contains an overview of the Rural Planning Program, a traffic count program, intersection and arterial analysis, a railroad crossing inventory, demographic analysis, a land use inventory and the identification of problem areas with recommended solutions. The Transportation Plan for Allen County (the rural portion) contains an overview of the Rural Planning Program, a traffic count program, intersection and arterial analysis, a railroad crossing inventory, demographic analysis, a land use inventory and the identification of problem areas with recommended solutions.

### **Southeastern Indiana Regional Planning Commission**

The Southeastern Indiana Regional Planning Commission serves Dearborn, Decatur, Franklin, Jefferson, Jennings, Ohio, Ripley and Switzerland Counties. For Fiscal Year 2001, the agency produced a document that provides a project overview and a review of the projected economic impacts associated with the projects. A Regional Transportation (stakeholder) Committee was established.

### **Southern Indiana Development Commission**

The Southern Indiana Development Commission serves Daviess, Greene, Knox, Lawrence and Martin Counties. For Fiscal Year 2001, the agency completed an Economic Development Identification Program that provided an overview of each county in its region and a listing of all potential development areas that would have an impact or could be impacted by the transportation network. A regional transportation profile was completed together with a regional transportation needs inventory that identified and ranked transportation needs by county.

### **River Hills Economic Development District and Regional Planning Commission**

The River Hills Economic Development District and Regional Planning Commission serves Harrison, Scott and Washington Counties. Clark and Floyd Counties are in the district but they are served by the Louisville, Kentucky MPO. For Fiscal Year 2001, the agency produced a report titled: "Initial Program Summary Report December 2000". The report is an executive summary of population, employment, land use, housing,

transportation, financial resources and a specific listing of identified needs by county, city or town. Also included is a locally developed priority ranking for the identified needs.

### **Indiana 15 Regional Planning Commission**

The Indiana 15 Regional Planning Commission serves Crawford, Dubois, Orange, Perry, Pike and Spencer Counties. For Fiscal Year 2001, the agency produced a report that detailed its rural transportation planning efforts. A transportation advisory (stakeholder) board was established. Transportation issues were explored including rural transit and a proposed valley springs connector route.

### **Evansville Urban Transportation Study**

The Evansville Urban Transportation Study is the MPO for the Evansville Urbanized Area. It also provides services to Gibson, Posey, Vanderburgh and Warrick Counties. For Fiscal Year 2001, the agency established a rural transportation (stakeholder) advisory committee. An annual Rural Planning Report was published, outlining other completed rural transportation initiatives. A GIS database for State jurisdictional highways was established. Posey and Gibson Counties initiated a truck survey. County traffic counts and turning movements were initiated in Posey and Gibson Counties and park and ride facilities were explored for the two counties.

## **Fiscal Year 2002 Additions to the Small Urban and Rural Planning Program**

### **Bloomington Area Transportation Study**

The Bloomington Area Transportation Study serves as the MPO for the Bloomington Urbanized Area. BATS was included in the FY 2002 Rural and Urban Transportation Planning Program to provide transportation planning for the non-metropolitan area of Monroe County. During the FY 2002 funding cycle, BATS will augment the traffic counting program in the non-metropolitan areas of Monroe County. BATS will also conduct a land use inventory and provide an analysis of the rural intersections and arterial roadways.

### **Northwest Indiana Regional Planning Commission**

The Northwest Indiana Regional Planning Commission was included in the FY 2002 Rural and Small Urban Transportation Planning Program to provide transportation planning services to the non-metropolitan areas of LaPorte County. During the FY 2002 funding cycle, NIRPC will initiate a traffic monitoring program, conduct an intersection study, establish an emission analysis program, and begin a trail study to identify corridors for a county trail system planned to tie into a regional trail system.

### **Region 3A Development District and Regional Planning Commission**

The Region 3A Development District and Regional Planning Commission represents Huntington, LaGrange, Noble, Steuben and Whitley Counties. During the FY 2002 funding cycle, Region 3A will conduct two planning studies: a transportation needs assessment and a regional profile.

## **Planning Unit Geographic Boundaries**

Figure 2-2 on the following page displays the regional boundaries for Indiana's MPOs and active Regional Planning Organizations. At present, seven regions in the State have inactive Regional Planning Commissions. The three Indiana counties surrounding the Evansville Urban Transportation Study's (EUTS') urbanized area, while not a part of an active Regional Planning Commission, currently receive some rural transportation planning services from EUTS under the Small Urban and Rural Planning Program.

## **FY 2003 Program Development**

INDOT has continued the Small Urban and Rural Planning Program for FY 2003 to support rural transportation planning efforts. In the fiscal year 2003 program, the planning emphasis has been focussed on the identification of transportation needs, the continuation of the traffic counting program, and the initiation of a comprehensive review of the functional classification system. Eleven planning groups continue in the program. However, the Northwestern Indiana Regional Planning Commission dropped out of the program and the Eastern Indiana Development Commission has been added to the program. In March of 2002, a session was held at the annual Purdue University Road School on Regional Planning Organizations. The session was titled, *"RPO's..What are they and how do they relate to the MPO's?"*

## **Eastern Indiana Development Commission**

The Eastern Indiana Development District serves Fayette, Franklin, Rush, Union and Wayne Counties. The organization will conduct transportation needs assessment and a regional transportation profile.

## **Summary**

The production of a statewide long-range plan involves much data, expertise, and input from a wide range of people within the Department of Transportation and the Federal Highway Administration. In addition, the PDP provides a set of procedures for project development in the INDOT state highway jurisdictional system, MPO's provide local input for planning in urban areas, and district field offices play a critical role in identifying transportation needs within their areas. Moreover, several technical planning tools are vital to the development of the Long Range Plan. The Indiana Department of Transportation's Long Range Transportation Planning Section coordinates this effort which is a continuous, cooperative, and comprehensive activity.

Figure 2-2

**Indiana Counties and Regions Served by MPOs  
and / or Regional Planning Organizations**

